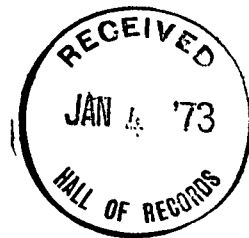
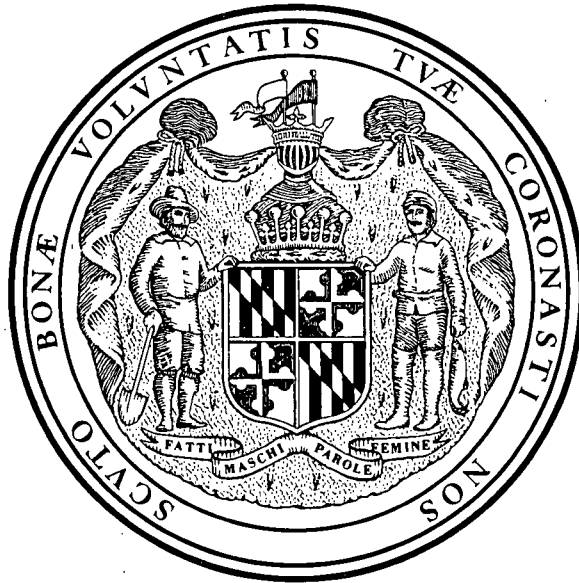


REPORT

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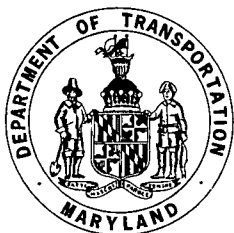


THE GOVERNOR OF MARYLAND

BY THE

TASK FORCE TO STUDY THE DRIVER
EDUCATION PROGRAM IN MARYLAND

DECEMBER 6, 1971



STATE MOTOR VEHICLE ADMINISTRATION

6601 RITCHIE HIGHWAY, N. E.

GLEN BURNIE, MARYLAND 21061

HARRY R. HUGHES
SECRETARY

December 6, 1971

EJNER J. JOHNSON
ADMINISTRATOR

Honorable Marvin Mandel
Governor
State House
Annapolis, Maryland 21404

Dear Governor Mandel:

Enclosed herewith is the final report of the Task Force that was appointed by you pursuant to House Joint Resolution No. 60 to study the driver education program in Maryland and to present findings and recommendations to you by December 15, 1971.

The study came at a most propitious moment for without some rather dramatic revisions at the 1972 session of the Maryland General Assembly, then it seems quite apparent that Maryland's driver education program will deteriorate rather rapidly in the years ahead. Not only would such a development have an adverse effect on Maryland's traffic safety program, but it clearly would jeopardize Maryland's ability to comply with the Federal highway safety standard promulgated pursuant to the provisions of the National Highway Safety Act of 1966 requiring that every youth who reaches the minimum driving license age be given the opportunity to enroll in an approved driver education course. Failure to comply can result in a state being penalized an amount equal to 10 per cent of its annual Federal highway construction allotment and while the Federal government has indicated that it will tolerate non-compliance so long as good faith efforts toward compliance are being made, it also has indicated that the penalty will be invoked should a state move away from compliance. Clearly, without some action being taken, Maryland will move away from compliance with Federal standards in the area of driver education.

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Honorable Marvin Mandel
December 6, 1971

Page 2

The report documents five basic problem areas in driver education and recommends some rather innovative solutions that will not only resolve the funding problems, but which also will make the program more available to youngsters who qualify, more uniform in its administration, less burdensome on local governments, and easier to evaluate from an effectiveness standpoint.

The members of your Task Force worked with diligence and dedication and, I believe, gave all those involved in driver education in Maryland an ample opportunity to be heard. It was a pleasure serving with them. Thanks, also, should be extended to Mr. Thomas Wideman, Director, Vehicle Safety and Reciprocity, Motor Vehicle Administration, who served as staff to the Task Force and to those who appeared at witnesses before the Task Force. The names of the latter are included in the report.

Respectfully submitted,



Ejner J. Johnson
Chairman, Governor's Task Force
on Driver Education

EJJ:mcs

Enclosure

REPORT TO THE GOVERNOR OF MARYLAND
by the
**TASK FORCE TO STUDY THE DRIVER
EDUCATION PROGRAM IN MARYLAND**

December 6, 1971

TABLE OF CONTENTS

- o -

Section	Page No.
I. Initiation of Study	1
II. Members of the Task Force	1
III. Operation of the Task Force	2
IV. Legal Requirements	3
V. Problem Review	
1. Cost of the Program	4
2. Funding	4
3. Availability of the Program	4
4. Program Uniformity	5
5. Program Evaluation & Reimbursement	5
VI. Cost of the Program	5
VII. Funding	6
VIII. Availability of the Program	9
IX. Program Uniformity	9
X. Program Evaluation & Reimbursement	10
XI. Conclusions	11
XII. Recommendations	
1. Cost of Program	11
2. Funding	12
3. Availability	13
4. Uniformity	13
5. Evaluation & Reimbursement	13
XIII. Summary	15

REPORT TO THE GOVERNOR OF MARYLAND

by the

TASK FORCE TO STUDY THE DRIVER EDUCATION PROGRAM IN MARYLAND

I. INITIATION OF STUDY

The 1971 Session of the Maryland General Assembly adopted House Joint Resolution No. 60 requesting the Governor to appoint a Task Force "to study the driver education program as it presently exists in the State of Maryland and any possible revisions thereto, and to submit a report of its findings with legislative recommendations to the Governor by December 15, 1971."

The Resolution, after noting that the driver education program has evolved over many years without an overall study having been made of its effectiveness, suggested two areas that should be considered by the Task Force.

1. The absence of a way to evaluate whether the present driver education program is accomplishing the ultimate goals in traffic safety as well as performing maximum benefits for the economy of the State of Maryland.

2. The impact of the driver education program on the budgetary aspects of the State Department of Transportation including the total cost of the driver education program and the cost per student thereof.

II. MEMBERS OF THE TASK FORCE

House Joint Resolution No. 60 called for a nine-member Task Force to be composed of three members from the House of Delegates, three members from the Senate, and three members from the general public. The Task Force was appointed by the Governor on August 13, 1971 and was composed of the following members:

General Public:

Ejner J. Johnson,, Chairman
(State Motor Vehicle Administration)
Richard Klaas
Roy Setzer

House of Delegates:

Honorable Woodrow M. Allen
Honorable Sol J. Friedman
Honorable J. Edward Malone

Senate:

Honorable Julian L. Lapidès
Honorable Newton I. Steers, Jr.
Honorable Melvin A. Steinberg

Staff Assistant:

Thomas E. Wideman, Division Director
(State Motor Vehicle Administration)

III. OPERATION OF THE TASK FORCE

Three working sessions of the Task Force were held in the Conference Room of the State Motor Vehicle Administration in Glen Burnie on the following dates:

First Meeting - September 9, 1971
Second Meeting - September 30, 1971
Third Meeting - October 21, 1971

Minutes for each of the meetings were prepared and provided to the members along with copies of numerous studies, reports and financial data. Studies made by the Federal Government and several other states, and reports from recognized authorities in the field of driver education were examined for whatever pertinent application they might have to the Maryland situation. The State Department of Education provided comprehensive data on the financial and operational aspects of the current program. Student enrollment projections were supplied to enable the Task Force to assess future growth of the program.

A number of individuals appeared before the Task Force, upon invitation of the Chairman, to give testimony and impart information on the various phases of driver education to aid the Task Force in its deliberations. The following is a list of those persons appearing before the Task Force:

Dr. Richard C. Ahlberg - State Department of Education
Morris W. Rannels - State Department of Education
Robert Lazarewicz - State Department of Education
Owen Crabb - State Department of Education
Henry King - Maryland Professional Driving School Assn.
Richard Hunter - Maryland Professional Driving School Assn.
Patricia Weinel - Maryland Professional Driving School Assn.
Les Moore - National Highway Traffic Safety Administration
Dr. Francis C. Kenel - Assoc. Prof., Safety Education Center, University of Maryland

Special recognition is given to the Driver Education Section of the State Department of Education for their generous cooperation in providing information to the Task Force and thereby contributing to the credibility of this report.

IV. LEGAL REQUIREMENTS

Section 6-102.4 of Article 66½ of the Annotated Code of Maryland requires, that to receive a driver's license, an individual must be at least 18 years of age, or may obtain a driver's license at age 16 if he has successfully completed an approved course in driver education consisting of not less than 30 hours of classroom instruction and not less than 6 hours of behind-the-wheel training. Such a course may be given by a public school, a private school or a licensed professional driver training school.

The State Department of Education is the approving agency for courses given in the public and private schools and the State Motor Vehicle Administration approves both the course and the professional driver's schools pursuant to Sections 6-501 through 6-507 of Article 66½ (A.C. of Md.).

Section 6-111.1 of Article 66½ (A.C. of Md.) provides that \$4.00 of the \$8.00 fee for issuance of an initial driver's license shall go into the Driver Education Fund which is used by the State Department of Education to partially offset the total cost of driver education in the public schools.

Pursuant to the enactment of the Highway Safety Act of 1966 by the U. S. Congress, there were 16 Highway Safety Program Standards established seeking to achieve uniformity in state programs and to improve the overall highway safety posture of the United States. Highway Safety Program Standard No. 4 addresses itself to Driver Education.

The stated objectives of the driver education program emanating from Section 402 of Title 23, U.S.C. are to ensure that:

1. Every youth who reaches the minimum driver licensing age has the opportunity to enroll in a course of instruction approved by the responsible State agency or agencies that will enable him to drive as skillfully and as safely as possible.
2. Commercial driving schools achieve and maintain a prescribed level of instruction for beginning drivers.
3. Adult beginners are provided with the opportunity to receive driver education.
4. A variety of courses, with appropriate emphasis on retraining problem drivers, if available.

To adequately pursue the full intent of the Highway Safety Act, consideration should also be given to Highway Safety Program Standard No. 3 which is assigned to Motorcycle Safety. The stated purpose is "to assure that motorcycles, motorcycle operators and their passengers meet standards which contribute to safe operation and protection from injury." The fact that motorcyclists are drivers using the public highways seems to be logical justification for the development of a course in Motorcycle Instruction to be available as a selective apart from the regular Driver Education Course.

The Highway Safety Act of 1966, in an effort to spur the several states into adoption of the program, included a penalty clause whereby 10% of a state's Federal Highway Aid Funds could be withheld for failure to comply with the 16 standards. Although a time limit for compliance was prescribed, to date the penalty has not been invoked for failure to comply in cases where the program did not heretofore exist. However, the Federal Government has indicated it would act for imposition of the penalty should a state seek to abandon an existing program covered by one of the 16 standards.

Therefore, it is incumbent upon the states to maintain existing programs in compliance with the standards and to diligently work toward establishment of any of the remaining programs not yet adopted to avoid the possibility of losing 10% of its Federal highway fund. For Maryland this could perhaps be as much as \$9,000,000.00.

The responsibility for compliance with the Federal Program Standards rests with the Secretary of Transportation in his role as State Highway Safety Coordinator and the Transportation Trust Fund would suffer the loss of any funds that would result from invoking the 10% penalty clause.

V. PROBLEM REVIEW

During the deliberations of the Task Force, it became quickly apparent that a number of problems did exist in the Driver Education Program, and although they interlock with each other, they can be generally classified under five headings.

1. Cost of the Program. In examining the cost figures, the Task Force discovered considerable variation from county to county and between the public school program and the professional school program. Not only is it desirable to seek a more uniform cost but to also investigate the possibility of cost reduction if it can be done without disturbing the cost/benefit ratio. Cost is also an important consideration in determining the approach to funding.

2. Funding. At the present time, the program offered in the public schools is funded primarily through State Motor Vehicle funds, with a small contribution from the State Department of Education, at the state level and from local appropriations and student fees at the county level. No state or county funds are provided in the private school program or the professional driver school program. The need exists for an approach to funding that will encourage cost reduction efforts and provide a system that makes the program more universally available on a more equitable basis.

3. Availability of the Program. The Driver Education Program is offered in the public school system in a variety of ways. In some jurisdictions, it is available during school hours, while in others it is only available after school or during the summer. Some jurisdictions charge a substantial student fee, while others charge no student fee. In some areas, the lack of facilities and the heavy demand preclude the program from being available to all students. Students in private schools not having a program must obtain the course commercially.

Attention must be given to some means to make the program more universally available to all eligible individuals, whether in public school, private school or out-of-school, in an effort to meet Federal Standards. More uniformity in the operation of the program would be most helpful in achieving this goal.

4. Program Uniformity. The Driver Education Program in Maryland is administered through two separate agencies. Different sets of standards apply to the programs depending on whether it is in the public school or in the professional driver school. Uniformity in the operation of the program would be most desirable from the standpoint of meeting Federal Standards and developing the best cost/benefit position.

5. Program Evaluation and Reimbursement. One of the most important parts of any program plan is to provide for its evaluation as to effectiveness and worth. Presently, there is no method by which a meaningful evaluation of the Driver Education Program can be made. By establishing a system of reimbursement, as a part of the funding program, the program can be made more universally available and greatly aid in the establishment of an evaluation program.

VI. COST OF THE PROGRAM

In the public school program, during the 1970-71 year, a total of 50,725 students received the Driver Education Course at a total cost of \$3,904,463.00.

The source breakdown of the funds that make up these costs are as follows:

Motor Vehicle Administration (from earmarked \$4.00 portion of the \$8.00 driver's license fee)	\$ 906,263.00
Department of Education (from General Fund Budget for Driver Education)	57,702.00
Fees from Students	495,968.00
Local Appropriation (from direct appropriations in local budgets)	<u>2,444,530.00</u>
Total Cost	\$ 3,904,463.00

This averages out to approximately \$76.97 per pupil but ranges from a low of \$37.75 in Calvert County to a high of \$109.95 in Baltimore County.

Outside of the public school program, during the same year, the Professional Driving Schools provided the Driver Education Course to 12,555 individuals under 18 years of age at an estimated average cost of \$65.00 per student. Figures on the total cost were not obtainable.

Cost figures present a rather hazy picture because of the two types of operation in the Driver Education field. In the public school program, cost figures are limited to

salaries, insurance, maintenance and operation of cars (this does not include ownership), and other instructional materials. The Professional Driving Schools provide their own cars and cost figures for these schools reflect the total operation including ownership of the vehicles and operational overhead.

If cost figures for the two modes of instruction were allocated on a more comparable basis, the result would drive the cost of public school courses upward and widen the already existing gap. The lower cost figure maintained by the Professional Schools is at least partly due to the differences in salary paid to the instructors.

Public school programs require the same qualifications of its instructors for both classroom and behind-the-wheel phases of the program. These instructors receive from \$10.00 to \$14.00 per hour for this work. Professional school classroom instructors must meet a minimum standard that is less than that required by the State Department of Education for classroom instructors although, in practice, many of the professional school classroom instructors are the same people who instruct in the public schools. Professional school behind-the-wheel instructors must meet an even lesser standard. Professional school classroom instruction is mostly accomplished by use of "moonlighting" public school instructors who will receive from \$4.00 to \$6.00 per hour. Professional behind-the-wheel training is usually given by different personnel that are paid on approximately the same scale.

The different pay scales for instructors in the two types of schools suggests a possible area for cost reduction. Many authorities contend that it is not necessary for behind-the-wheel instructors to have the same academic qualifications as required for the classroom instructor. An individual possessing predetermined training of a limited nature in a specific profession is generally referred to as a "para-professional" and is considered as being associated in an accessory or subsidiary capacity.

The behind-the-wheel phase of driver education, by its nature, is the most time consuming and expensive part of the program. The use of para-professionals in this phase of the course could greatly reduce the overall cost of the course without reducing the quality or effectiveness of the program. Within the State Department of Education, this feeling is not universally shared with the Task Force although there is no forceful argument to substantiate their reasoning. Apparently their views are an effort to preserve the professional integrity of the academic community. The para-professional is widely used in the medical profession and is utilized to some extent by the Department of Education, although they are identified as "teacher aides."

VII. FUNDING

In the public school program, funding is accomplished through Special and General Funds at the State level, local appropriations at the County level and student fees. In the Professional school program, all funds are derived from student fees.

For the public school program in 1970-71, State funding was provided in the amount

of \$963,000, with approximately \$900,000 being generated from the earmarking of \$4.00 of the \$8.00 fee charged for issuance of the initial driver's license. The remainder of State funding was from a General Fund appropriation in the Department of Education's budget. Student fees, charged in all but seven counties, accounted for almost \$496,000 and the remainder of \$2,444,000 came from local appropriations at the county level.

The current funding program does not provide any state aid for the eligible individual that is out-of-school or attends a private or parochial school.

The creation of the Maryland Department of Transportation has resulted in the potential elimination of \$900,000 of the state aid funds available for driver education. In establishing the Transportation Trust Fund, all motor vehicle revenues are comingled for transportation use and the \$4.00 portion of the initial driver's license fee that was originally earmarked for the Driver Education program has been lost for this purpose. Loss of these funds places the future of the program in serious jeopardy unless a new approach to the funding problem is made.

Two factors complicate the future funding of the program. One, the historic reluctance of the Department of Education to recognize Driver Education as a valid part of the educational process and its failure to give it sufficient priority to warrant adequate funding in the Education budget. The second factor is a lack of uniformity in the determination of student fees and the development of cost control procedures at the local level, all of which provides considerable variation in local funding which, in turn, varies the effectiveness of the program.

An analysis of the percentage of students receiving driver education on a county by county basis indicates that where student fees are highest, participation is low. The following chart lists the average student fee charged and the percentage of students receiving the driver education course. Some counties report more than 100% participation and this occurs because the total of students eligible is computed on an annual basis and a figure over 100% indicates that a backlog from last year is being caught up.

<u>County</u>	<u>Average Student Fee</u>	<u>Student Participation %</u>
Allegany	4.98	125
Anne Arundel	30.05	51
Baltimore City	33.70	42
Baltimore	17.45	54
Calvert	28.97	48
Caroline	- 0 -	93
Carroll	25.78	78
Cecil	16.15	93
Charles	3.06	70
Dorchester	- 0 -	133
Frederick	30.35	89
Garrett	- 0 -	124

<u>County</u>	<u>Average Student Fee</u>	<u>Student Participation %</u>
Harford	3.66	80
Howard	39.86	45
Kent	5.61	121
Montgomery	1.64	97
Prince George's	.38	105
Queen Anne	- 0 -	163
St. Mary's	26.23	73
Somerset	- 0 -	97
Talbot	1.79	93
Washington	- 0 -	81
Wicomico	4.74	73
Worcester	.25	99
Statewide	9.77	76

With few exceptions, there seems to be a definite relationship between the amount of student fees and the percentage of total students receiving driver education.

Another factor that must be considered for future funding is program growth. The Department of Education furnished projected enrollment figures on an annual basis through 1975. Using 1969 as a criterion, private and parochial school enrollment is calculated at 12% of public school enrollment.

Projected School Enrollments (based on 10th Grade enrollment) indicates the total of individuals eligible for driver education.

	<u>Public</u>	<u>Private</u>	<u>Total</u>
1972	69,572	8,280	77,852
1973	73,043	8,760	81,203
1974	74,871	8,976	83,847
1975	77,184	9,240	86,424

Based on the current average cost of \$77.00 per student and a participation of 80% , the funding requirements for Fiscal Year 1973 would be approximately \$4.8 million.

It is obvious that to make the program available to all eligible individuals on the most equitable basis possible, it will be necessary to make a completely new approach to the funding program and to stress the need for adoption of a cost reduction effort. It is vital to the future of the program to strive for the best possible cost/benefit ratio through adequate funding and cost reduction. These actions would serve to make the program more universally available and increase the overall effectiveness.

VIII. AVAILABILITY OF THE PROGRAM

Among the goals established in the Highway Safety Program Standard is one which calls for making the program available to all eligible individuals in the 16 thru 17 age bracket, whether or not such individual is in school or out, and in light of the recent California court decision on educational funding, the program would have to be made available on as equitable and indiscriminate basis as possible. Unfortunately, this is not now the case with the Maryland program. Limited facilities, in many instances, preclude reaching more than a fraction of the eligible individuals.

Example: Where course availability is limited and assignment is made by the school on an alphabetical basis; Adams takes the course but Zarski is precluded.

Example: Courses offered during school hours are not available to eligibles that are out-of-school for whatever reason. Availability of a course for this group is only through Professional Driving Schools or after school and during summer which involves a fee that would not otherwise be charged for a course given during school hours.

Example: Where private or parochial schools do not offer the course, their students experience the same disadvantage as those who are out of school.

Limited funding at the State level aggravates the facility problem and a shifting of the base funding resource to the local level only increases the disparity for equal availability of the course.

Example: Local funding varies from county to county and where the differential is made up by student fees, a situation is created whereby the students of some counties obtain the course free of charge while those in other counties are required to pay a substantial fee.

The real test for meeting Highway Program Standard No. 4 is in making the Driver Education Program available to every eligible individual on a basis that is as equitable as possible and at the lowest possible cost. The Maryland Program, as currently operated, does not accomplish this goal.

IX. PROGRAM UNIFORMITY

The Driver Education Program is being conducted in Maryland under two different sets of standards. The public school program functions under the administration of the Department of Education and the Professional Driving Schools function under the jurisdiction of the Motor Vehicle Administration. The standards and rules covering both operations differ in several ways, particularly in the qualifications for instructors.

A public school instructor is required to have a college degree plus 18 hours of Safety Education for both classroom and behind-the-wheel instruction. In the Professional Schools, a classroom instructor may qualify with a high school diploma or equivalent plus 6 semester hours of a college level course in approved safety and driver education.

No academic qualifications are required for the behind-the-wheel instructor, although he must meet the minimum standards as established by the State Motor Vehicle Administration for Commercial Schools.

There is no requirement under either program that the behind-the-wheel training is given in conjunction with the classroom instructor. Evidence exists, moreso in the public school program than in the Professional school program, that the behind-the-wheel instruction may occur as much as six months after the classroom phase has been completed. The experts on driver education are in complete agreement that both phases of the course should be given simultaneously to achieve maximum effectiveness of the course.

X. PROGRAM EVALUATION AND REIMBURSEMENT

In the past, there has been little or no program evaluation and the lack of reliable statistics and criteria has made any kind of meaningful evaluation practically impossible. The inability to make a meaningful evaluation of the total driver education effort precludes the assessment of its effectiveness. However, the Task Force would be reluctant to recommend the termination of driver education in Maryland pending the development of an evaluation program to measure effectiveness.

In addition, another major justification is that driver education is a required Federal Standard and abandonment of the program would prompt the Federal Government to invoke the penalty clause.

There was not sufficient time available for the Task Force to make an in-depth comparison of the course quality of public versus commercial schools. However, the Task Force was able to review a study made by the State of Washington. The study involved analysis of 521 driving records of people who had completed a course in driver training. The group was divided between males and females, some of whom received the training in a public school program and the remainder in a commercial school. Both males and females with commercial training had significantly lower accident rates. Admittedly, this study covers a relatively small sample and is not considered as conclusive in establishing commercial school superiority, but it does suggest the need for reliable evaluation to determine effectiveness.

Statistical evaluations of Driver Education Programs usually have failed to produce any strong evidence to indicate that Driver Education is a material factor in the overall accident reduction effort. This may be due to two reasons; (1) Use of unreliable criteria, and (2) lack of an established standard against which performance can be measured.

Despite the lack of overwhelming favorable data as a justifier, who can say that without Driver Education our accident record would have remained unchanged or that abandonment of the program would have little or no effect on future statistics. As with most safety efforts, it is difficult to determine the effectiveness of any program until it is terminated and then it is too late.

While there may not be strong evidence to support continuation of the program, neither is there sufficient justification for its curtailment. Administrators and experts in the field are very reluctant to even suggest the abandonment of the Driver Education effort.

Important to the overall program is development of a means to evaluate program effectiveness and produce criteria for use in program improvement. By devising a system of financial reimbursement for satisfactory course completion, an evaluation program can be instituted as part of the procedure.

XI. CONCLUSIONS

After consideration of the foregoing parts of this report, it is obvious that some modifications must be made to the Driver Education Program in Maryland if it is to continue as an ongoing program to effectively improve the highway safety posture of the State. From an analysis of the problems, it can easily be seen that the overall program is in serious jeopardy unless prompt and bold action is taken to preserve the integrity of the effort and provide an equitable plan for achievement of the goals set forth in Highway Safety Program Standard No. 4.

Easily available remedies are somewhat difficult to apply because of the distribution of responsibilities and division of authority. As previously stated, the overall responsibility for compliance with the Federal standards rests with the Secretary of Transportation. Regulation and supervision of the Professional Driver's Schools is vested with the State Motor Vehicle Administration. If one assumes that Driver Education is basically an essential educational experience that prepares a youth for adult life, much the same as Home Economics or a course in Typing, then the responsibility for providing such an educational experience lies with the State Department of Education. The local jurisdictions also share in the responsibility because it is to their advantage to provide driver training as a means of equipping the youth of a given jurisdiction with the knowledge and skills that will help in the accident reduction effort and therefore inure to the benefit of the community.

In its recommendations, the Task Force has sought to bring more uniformity into the overall program, make the program more universally available, provide adequate and equitable funding, encourage economy without sacrificing quality, and initiate a means whereby meaningful evaluation of the program can be made.

XII. RECOMMENDATIONS

No. 1. In order to reduce the overall cost of driver education in Maryland, the following recommendations are made:

a. Provide for the use of para-professionals for the behind-the-wheel phase of driver education. The behind-the-wheel phase, presently structured for 6 hours of instruction, and conducted as "on street" training may also include use of a simulator or range operation.

- b. Establish uniform minimum standards for qualification of instructors, as follows:

Classroom (30 hour phase): A teaching certificate plus or including 12 semester hours in Traffic Safety Education.

Laboratory (6 hour phase) for on-street, simulator and range: A high school diploma or equivalent plus 6 semester hours of Traffic Safety Education, subject to such requirements for eligibility as may be prescribed by rule and regulation.

- c. A ratio of Professionals to Para-professionals on the order of one professional to two or three para-professionals to maintain a balance of qualified personnel in the program should be considered as part of the rules and regulations.

- d. Encourage the schools (public, private and parochial) to make contractual arrangements with para-professionals to conduct the behind-the-wheel phase of the program. This would have the effect of increasing the school's course capacity and enable the school to offer a more coordinated program.

No. 2. To provide adequate funding of the program based on the projected enrollment for Fiscal Year 1973 with an 80% participation, the following is recommended:

a. General Fund Appropriation in the Department of Education budget at \$20.00 per student, for 55,658 * students, separate from any existing aid program.	\$1,123,160
Department of Transportation appropriation at \$40.00 per student for 62,282 * students.	2,491,280
Maximum laboratory fee of \$5.00 to be charged for students in public schools.	278,290
Average local funding of \$10.00 per student based on an average cost of course of \$75.00.	<u>556,580</u>
	\$4,449,310

* Estimated number of course completions

- b. The State Department of Transportation's appropriation to be partially offset by increasing the initial driver's license fee from \$8.00 to \$10.00 and earmarking the entire \$10.00 for the Driver Education Fund.

The Task Force recognized that with the creation of the Department of Transportation and its concomitant flexible funding concept there has been a tendency to move away from dedicated funds or the earmarking of driver education funds, for example. By increasing the initial driver licensing fee from \$8.00 to \$10.00 and earmarking the entire amount for driver education, it not only provides a contribution from the State Department of Transportation but also a contribution from Baltimore City and the 23 counties. For example, if the fee is increased from \$8.00 to \$10.00 without being earmarked for driver education, 35% of the \$10.00 will be immediately distributed to Baltimore City and the 23 counties under the distribution formula. This will leave only the amount of \$6.50 flowing into the Transportation Trust Fund, while the Department of Transportation is increasing its contribution to driver education by the amount of approximately \$1.6 million.

If the entire \$10.00 is earmarked, the \$3.50 that would normally flow to Baltimore City and the 23 counties would no longer do so. Therefore, the contribution being made by the Department of Transportation would indirectly contain a contribution from the local sub-divisions amounting to approximately \$890,000.00. At the same time, however, the recommended funding program reduces local participation from \$2,444,530.00 down to \$556,580.00 that is being directly appropriated. Added to the amount being indirectly channeled through the Department of Transportation's contribution, this would make total local participation approximately \$1,446,000 or \$1 million less than the current total appropriation from local sub-divisions. This amount would be made up by the \$1 million plus that is being contributed by the State Department of Education under the proposed funding concept.

The effect of this realignment of funds allows the local sub-divisions to make their contribution to driver education from highway funds rather than from General Fund appropriations for education purposes. At the same time, the Department of Transportation is enabled to make an equitable distribution of driver education funds to all schools, public, private and commercial, on a per pupil basis utilizing a method of reimbursement based on course completions.

No. 3. To make the program more universally and more equitably available, it is recommended that a closer liaison be established between the State Department of Education and the Department of Transportation in order to coordinate the programs being offered in the different types of schools.

No. 4. Of concern to the Task Force was the apparent lack of uniformity in the overall program. Greater uniformity would improve the effectiveness of the program and advance the state of the art in the conduct and content of the course.

It is recommended that:

a. There should be a statutory provision assigning a joint responsibility to the Motor Vehicle Administration and the Department of Education for the promulgation of rules and regulations to cover the total driver education effort in a uniform and indiscriminate manner. Such rules and regulations should be subject to final approval by the Secretary of Transportation, who has the overall responsibility for the highway safety posture of the state and is also responsible for compliance with Federal standards to prevent any invocation of the penalty clause of the Highway Safety Act of 1966 that allows the Federal government to withhold 10% of the highway aid funds that would result in a loss of perhaps as much as \$9 million in the Transportation Trust Fund.

b. Rules and Regulations should provide for length and content of the course and should include the necessary provisions to assure conducting an integrated course, that is, for the classroom phase and the behind-the-wheel phase be received by the student within acceptable time limits in order to qualify for reimbursement.

No. 5. To provide a method for evaluation of the program and to establish a system for disbursement of the Department of Transportation's contribution to driver education,

the following is recommended:

a. Upon a student's completion of the required course in driver education the school would issue an Evaluation Card containing certain specified information. Information required would be:

1. Name and address of student.
2. Student's birthdate.
3. Name and code number of school.
4. Name and License Number of Instructor.
5. Pertinent information on type of program, type of instruction, number of course hours and grades achieved.

The Evaluation Card would be submitted to the State Motor Vehicle Administration. After an identifying number has been assigned, the information would be fed into the computer for storage and issuance of a computer printed Driver Education Certificate of Completion. At the same time an accounts payable would be created for the ultimate reimbursement to the school. The Certificate would be returned to the school who would endorse it and present it to the student.

b. The State Motor Vehicle Administration would make a reimbursement to either the Local Board of Education or other approved school (private or commercial) on a monthly basis from a computer printout listing each school by code number. The amount of the reimbursement would be \$40.00 per student.

c. Recommendation No. 2 prescribes a maximum student fee of \$5.00 to be charged in the public school program. Similar steps must be taken in the private and commercial school sector to assure that reimbursed amounts are actually being used to reduce the cost of the course to students. It is recommended that the rules and regulations provide for establishing the level of charges that must be followed to be eligible for reimbursement.

The Certificate permits the student to take the driving test and when a driver's license is issued, the computer identifies this fact with the previous information already in computer storage. Each license issued as a result of a Driver Education Certificate becomes part of an information record that can be periodically analyzed and compared to determine program effectiveness even to the quality of instruction by any individual instructor.

The reimbursement procedure combined with the provision to use para-professionals would encourage the Local Boards of Education to enter into agreements or contractual arrangements with para-professionals to perform the behind-the-wheel training. This, in turn, will greatly enhance the ability to offer an integrated program whereby classroom and behind-the-wheel training can be given simultaneously and should result in significant economies in the program operation.

It must be pointed out that in the training of students to operate motor vehicles safely it is not the concern of the Department of Transportation who administers the course but rather a school offering driver education, public, private or commercial, meets the minimum standards. Any school that does should qualify for the reimbursement. The basic interest of the Department of Transportation is in preparing people to operate safely upon the highways.

XIII. SUMMARY

The Task Force recognized the need to attempt to hold down rising costs occasioned partly by the increasing number of students, to reverse the trend of the deteriorating financial base of the driver education program, to seek greater uniformity in the offering and quality of the course, to make it more universally available, to provide incentives for improvement of the overall program, and to develop the evaluation capability to determine effectiveness of the course.

The Task Force believes the above recommendations will accomplish the basic purpose envisioned by H.J.R. 60 and will re-establish Maryland's Driver Education Program on a much firmer foundation toward the realization of its full potential.

The use of para-professionals as part of the cost reduction effort, realignment of source finances in the funding proposal, creation of a single-agency concept through joint responsibility for promulgation of rules and regulations, and establishment of a reimbursement system for all schools may seem to be somewhat drastic and perhaps unique. Such measures are considered necessary and essential if Maryland's Driver Education Program is to continue as an effective and beneficial influence in the State's total highway safety effort.

